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This paper, which presented a nation-wide picture of the organization, control, and support of community colleges, updated information gathered by a similar study contacted in 1967. Data were gathered from letters sent to the offices in each state that had been identified as responsible for junior colleges by the previous study. Conclusions based on comparisons of the 1966 and 1968 data included: the recent increase in the number of junior colleges may be slowing down; there has been a decrease in the percentage of colleges initiated by state legislators or the constituencies of junior college districts and an increase in the percentage of colleges started at the request of local sponsors or local governmental units; there has been an increase in the number of states with more than one agency responsible for coordinating community colleges; the percentage of junior colleges that were coordinated by the state board, the state department of education, or the university board of regents was significantly reduced; in general, states provided slightly more support for operating and capital costs in 1968 than in 1966; control of junior colleges has moved from school districts and counties to multi-county or other local control; the percentage of junior colleges that were state operated or were branches of a state college or university decreased; and, the percentage of state 2-year technical schools has increased. (MB)

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The Current Status of Community College Organization, Control, and Support

Secondary Education 342

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July 1969

JC 690 301

UNIVERSITY OF CALIF.
LOS ANGELES

AUG 22 1969

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

This study is a follow-up of the study conducted in 1967 by Dr. George Hodson of the Colorado State Department of Education. An attempt was made in most instances to retain the categories of data as reported by Dr. Hodson. The information was expanded slightly, however, to allow for more discrete categories by adding new categories. The data is based upon returns from all but two of the states although the returns from some states were not complete. One letter (plus a follow-up letter where necessary) was sent to the Director of Junior College Education or Teacher Education or whatever the appropriate title was as indicated by a previous listing of persons responsible for junior colleges.

Figure One shows the increase from 1957 through 1968 in the number of public junior colleges in the United States. The figures as presented do not agree with the figures published by the American Association of Junior Colleges or by the National Education Association. It is quite likely that the source of the data for all three reports was different individuals at different times -- this could result in different numbers being obtained. This hypothesis was partially verified in the present study when two different agencies were responsible for junior colleges and it happened that the original letter was sent to one agency and the follow-up letter was then forwarded to the other agency. In some cases, both questionnaires were returned containing conflicting or at least different data. Figure One does, however, show the rather dramatic increase in the number of junior colleges in the past 12 years (from 341 in 1957 to over 680 at the end of 1968).

FIGURE 1

TOTAL NUMBER OF JUNIOR COLLEGES IN THE UNITED STATES FROM 1957 TO 1968

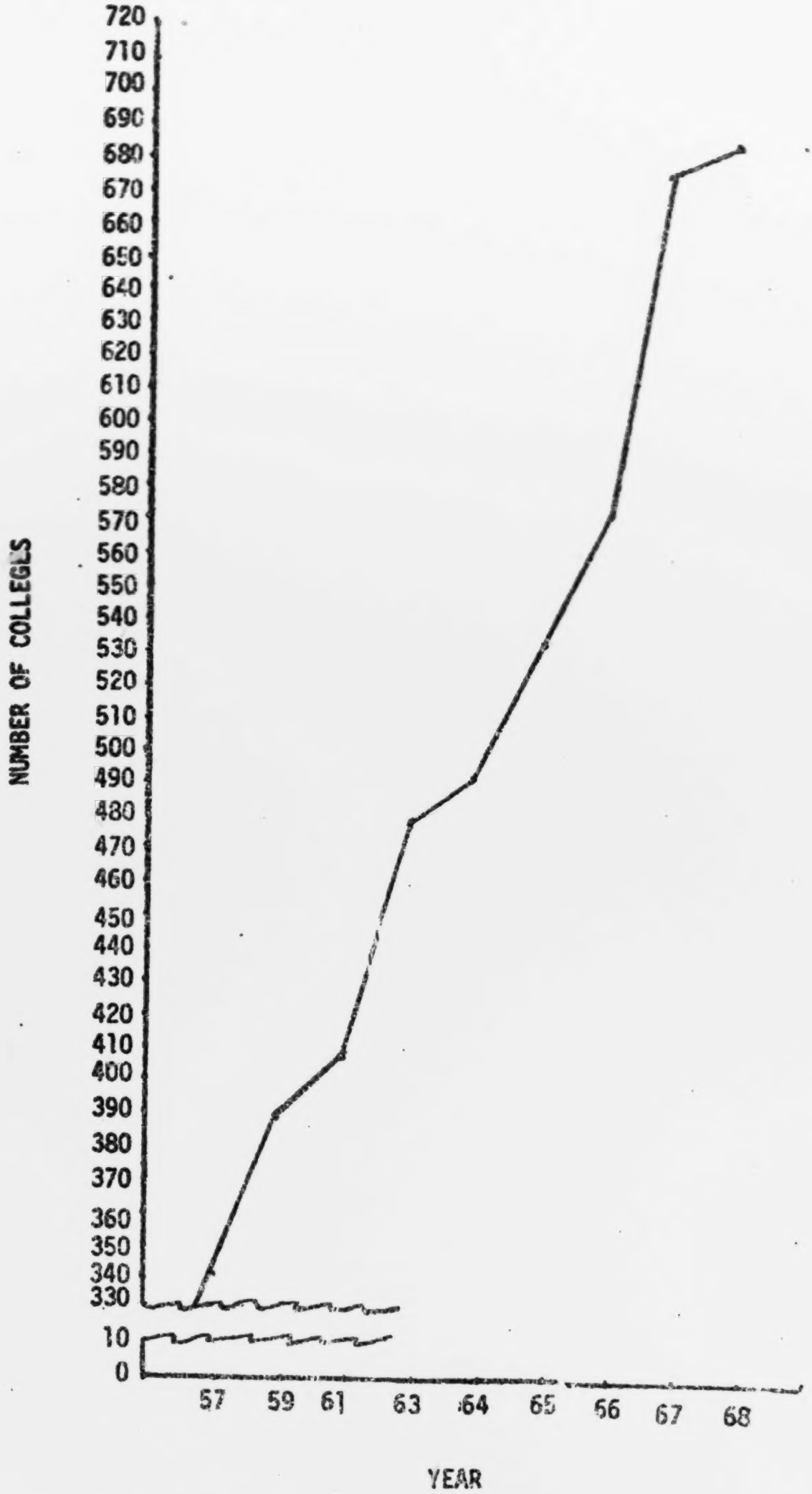
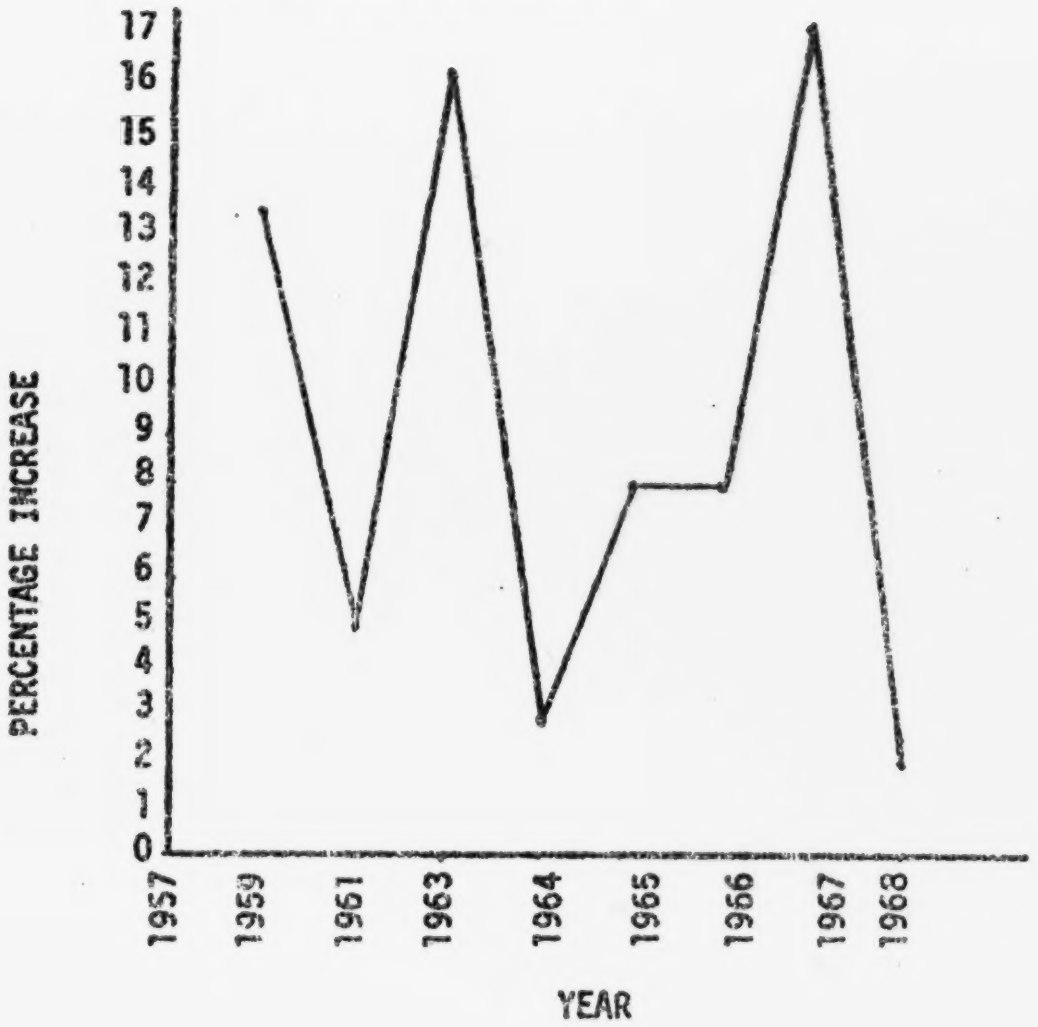


FIGURE 2

PERCENTAGE INCREASE IN THE NUMBER OF JUNIOR COLLEGES
IN THE UNITED STATES FROM 1957 TO 1968



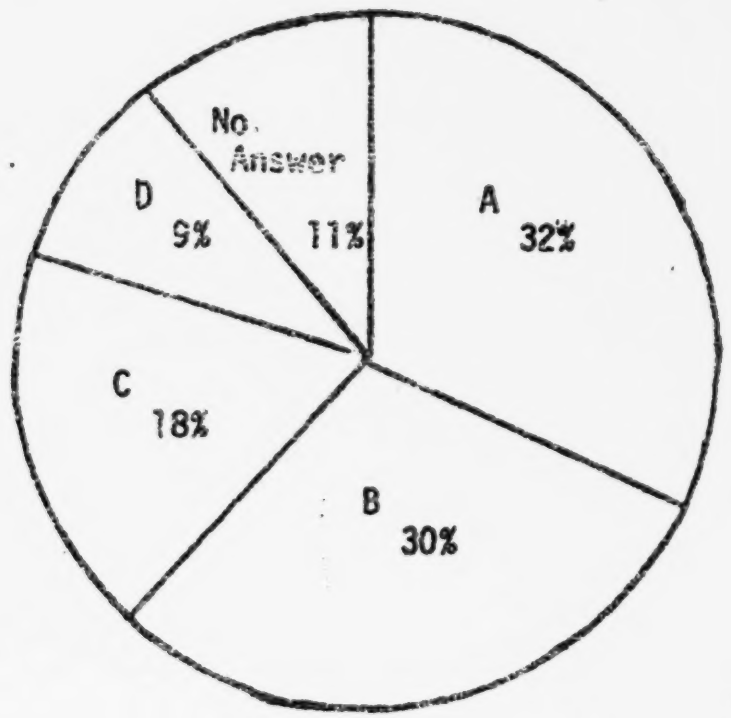
In Figure Two the percentage increase is illustrated for the same period as shown in Figure One. It is seen that the largest percentage increases occurred in 1957, 1961, and 1967. There is a rather significant fluctuation in the percentage change from year to year. This is seen in Figure Two and is not apparent in Figure One which shows a rather constant and steady numerical increase from year to year. The low percentage increase in 1968 as well as the small numerical increase when considered with the small numerical increase of 34 new colleges anticipated for 1969 may indicate that the rapid increase in the number of junior colleges nationwide has begun to taper off and that there is going to be a period of consolidation or perhaps the market for junior colleges is nearly saturated.

A comparison of the agencies responsible for initiating new junior colleges in 1966 and 1968 is seen in Figure Three. The percentage figures are the percent of all agencies which were in a category. A college started by two different groups would show up twice. This accounts for the fact that there are more agencies than states. The various state legislatures were responsible for starting a smaller percentage of colleges in 1968 than in 1966 -- down 12 percent from 32 percent. The other category which was significatnly lower in 1968 was B - the constituency of junior college districts from 30 percent down to 9 percent.

The state coordinating agency was responsible for initiating nearly the same percentage of colleges both years - 18 in 1960 and 23 in 1968. Local sponsors or colleges started at the request

FIGURE 3

COMPARISON OF AGENCY INITIATING NEW JUNIOR COLLEGES IN 1966 AND 1968
BY PERCENTAGE OF TOTAL AGENCIES RESPONSIBLE FOR INITIATING NEW JUNIOR COLLEGES



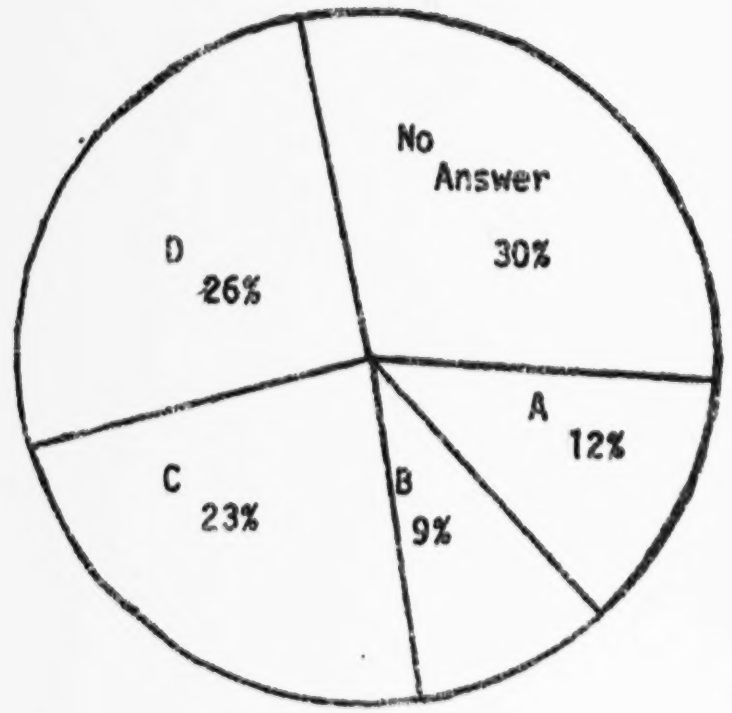
INITIATING

'66

50 states

54 agencies

A - STATE LEGISLATURE
B - CONSTITUENCY OF JUNIOR COLLEGE DISTRICT
C - STATE COORDINATING AGENCY
D - "LOCAL SPONSOR" OR REQUEST OF LOCAL GOVERNMENTAL UNIT



INITIATING

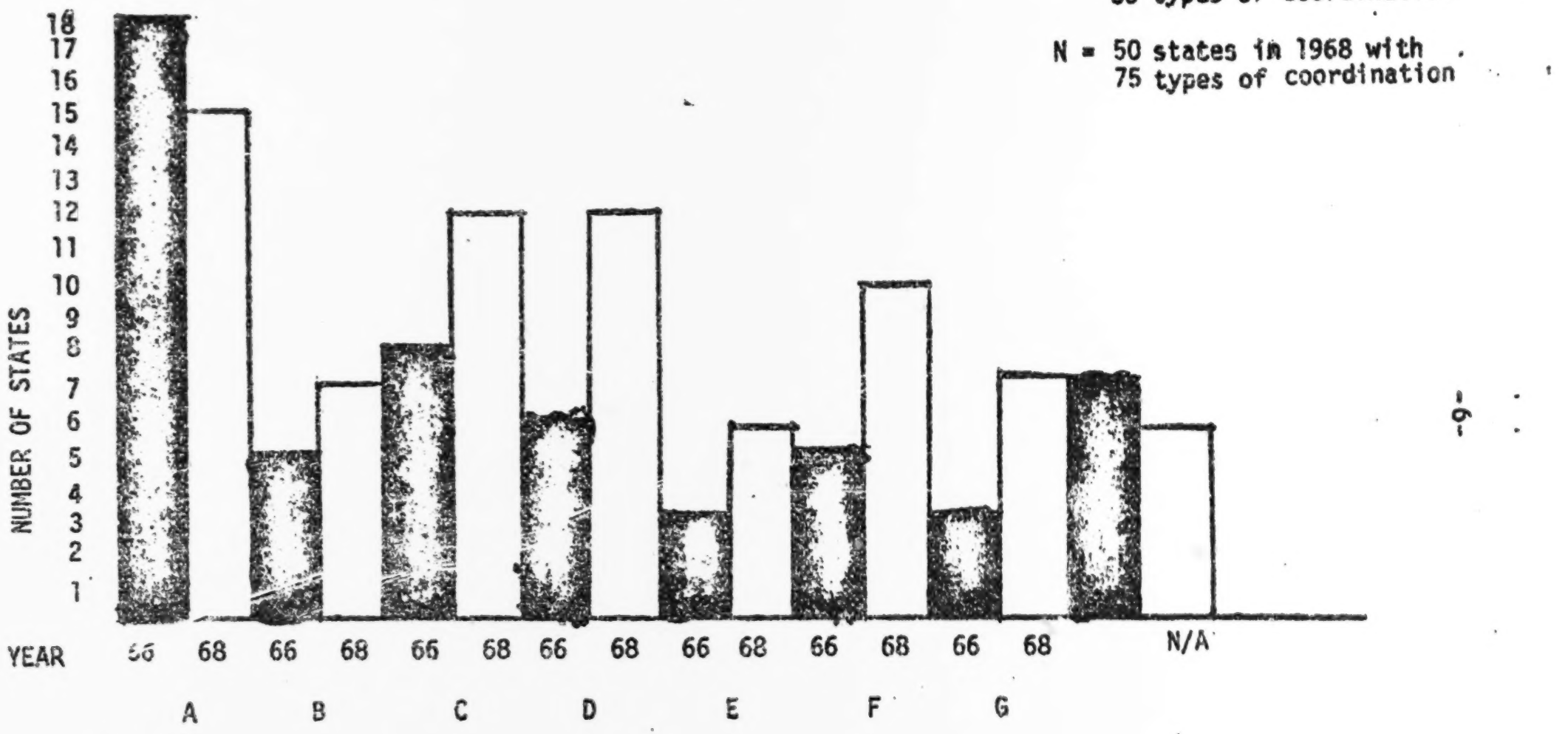
'68

50 states

55 agencies

FIGURE 4

COMPARISON OF NUMBER OF STATES HAVING VARIOUS TYPES OF COORDINATING AGENCIES IN 1966 AND 1968 [1]



TYPE OF COORDINATING AGENCY

A - STATE BOARD OF EDUCATION
B - UNIVERSITY
C - STATE BOARD FOR COMMUNITY COLLEGES OR JUNIOR COLLEGE COMMISSION
D - STATE DEPARTMENT OF EDUCATION OR OF PUBLIC INSTRUCTION
E - BOARD OF HIGHER EDUCATION SYSTEM
F - COUNCIL OR COMMISSION ON HIGHER EDUCATION
G - BOARD OF REGENTS

of the local governmental unit accounts for 26 percent of the agencies in 1968 -- up rather significantly from 9 percent in 1966. Although there were no definitions sent with the questionnaire, presumably the difference between categories B and D is that D is the Chamber of Commerce approach whereas B would represent more of a grass-root approach. This hypothesis cannot be verified, however, nor can a definite distinction be made because there were no instructions sent with the questionnaire.

Figure Four shows a comparison of the number of states having the various types of coordinating agencies in 1966 and 1968. In 1966 there were only five states which had more than one type of coordinating agency and all five cases were accounted for by states in which two coordinating agencies were responsible for junior colleges. In 1968 there were 16 states which had multiple coordination of junior colleges. The multiple coordination accounted for 25 of the total of 75 types of coordination in the 50 states.

There were two states in which junior colleges were "coordinated" by four agencies and five states which had coordination by three different agencies. In nine states there was coordination of junior colleges by two agencies.

In 1968 there was a slight decrease (three) in the number of states controlled by the State Board of Education, and a corresponding increase of two in the number of states with the university as the coordinating agency. There is an increase of four states having coordination vested in a State Board for Community Colleges or a Junior College Commission.

The number of states which have as the coordinating agency the State Department of Education increased from 6 to 12 over this period. There is a slight increase (from 3 to 6) in the number of states having coordination by a Board of Higher Education System. There is an increase from 5 to 10 in the number of states controlled by a Council or Commission of Higher Education. There was also an increase from 3 to 7 in the number of states with coordination provided by the Board of Regents.

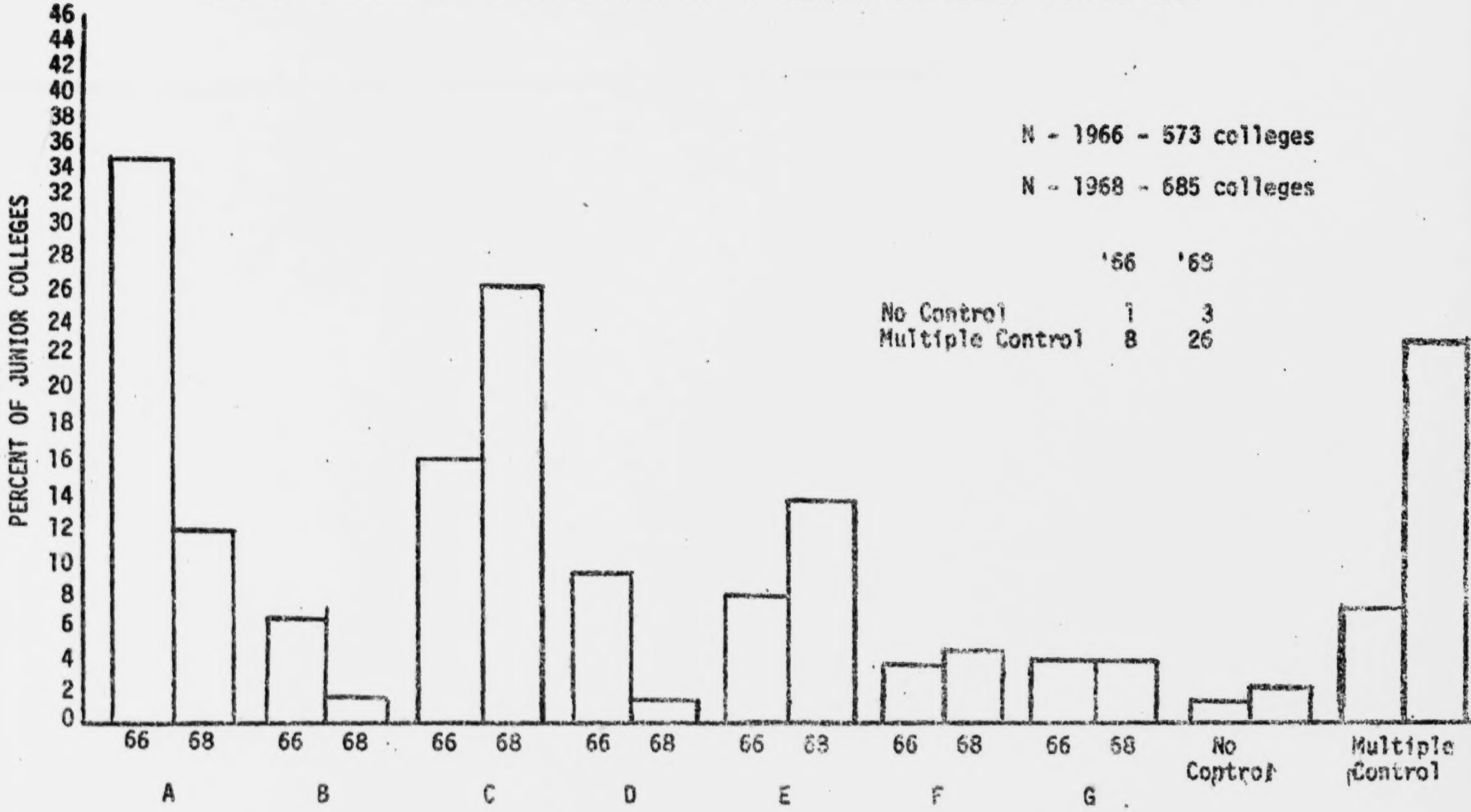
Finally there were 7 states in 1966 and 6 states in 1968 that either did not respond to the question, in which the question was not appropriate or in which there was no coordinating agency.

Some of the duplication of coordination is accounted for by the fact that A and D are essentially the same agency, one of them being a term to describe a policy making body whereas the other is the operative portion of the agency. The same situation applies to B and G, the University and the Board of Regents in which the University is the operating agency and the Board of Regents is the policy making agency. Many of the duplications of coordination appeared because the person completing the questionnaire indicated that both the policy making and the operational agency were responsible for coordination rather than indicating one of the two groups.

Because of the duplication in the type of coordinating agency, two additional figures are presented to attempt to clarify the situation. In Figure Five, the percentage of all junior colleges under the various types of coordinating agencies is compared for

FIGURE 5

PERCENT OF ALL JUNIOR COLLEGES UNDER TYPE OF COORDINATING AGENCY 1966 AND 1968



N - 1966 - 573 colleges

N - 1968 - 685 colleges

	'66	'69
No Control	1	3
Multiple Control	8	26

STATE COORDINATING AGENCY

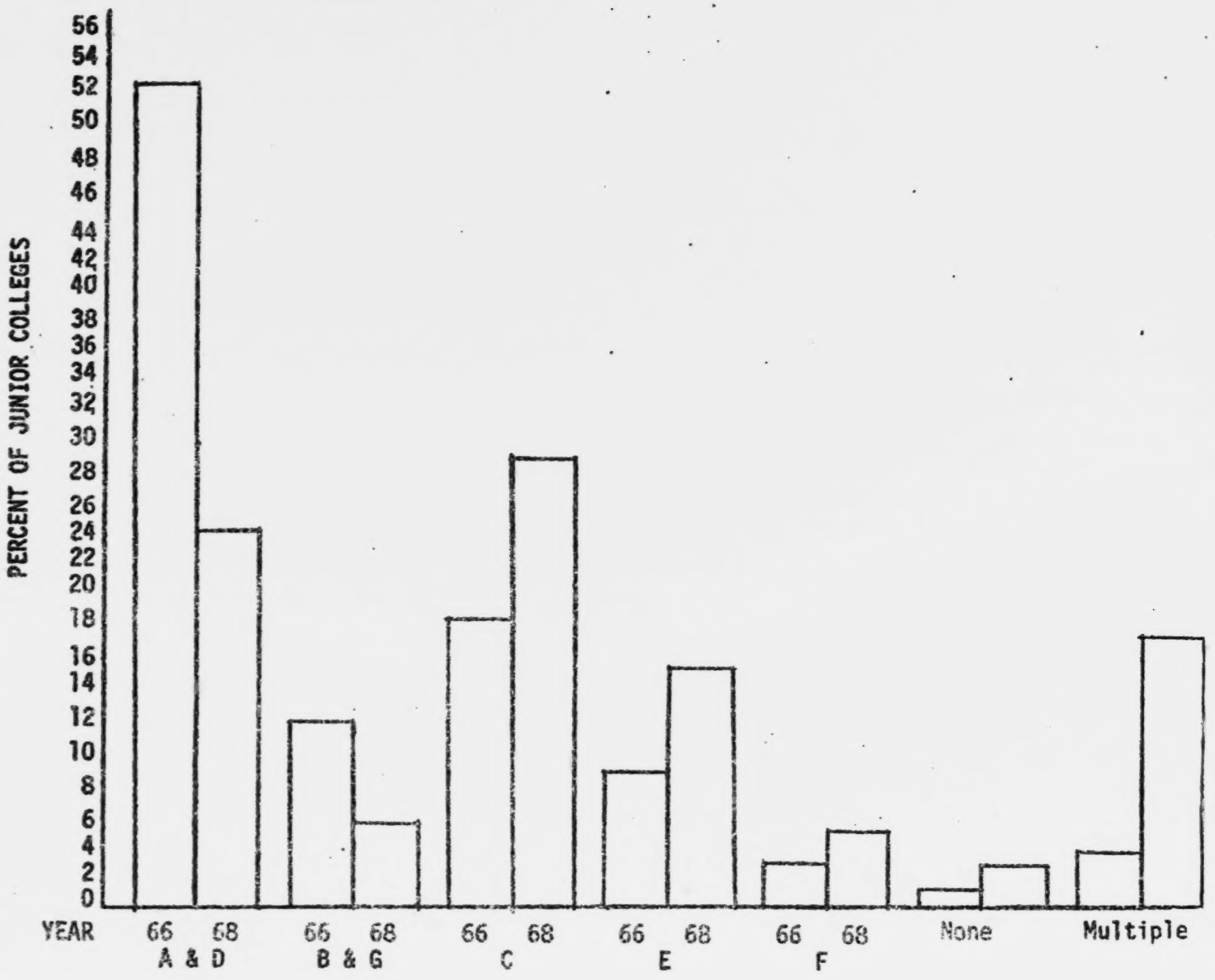
A - STATE BOARD OF EDUCATION
B - UNIVERSITY
C - STATE BOARD FOR COMMUNITY COLLEGES OR JUNIOR COLLEGE COMMISSION
D - STATE DEPARTMENT OF EDUCATION OR OF PUBLIC INSTRUCTION
E - BOARD OF HIGHER EDUCATION SYSTEM
F - COUNCIL OR COMMISSION ON HIGHER EDUCATION
G - BOARD OF REGENTS

FIGURE 6

PERCENT OF ALL JUNIOR COLLEGES IN REPORTING STATES
UNDER TYPE OF COORDINATING AGENCY 1966 AND 1968

N - 1966 - 573 colleges

N - 1968 - 685 colleges



STATE COORDINATING AGENCY

A & D - STATE BOARD OF EDUCATION OR STATE DEPARTMENT OF EDUCATION OR OF PUBLIC INSTRUCTION
B & G - UNIVERSITY OR BOARD OF REGENTS
C - STATE BOARD FOR COMMUNITY COLLEGES OR JUNIOR COLLEGE COMMISSION
E - BOARD OF HIGHER EDUCATION SYSTEM
F - COUNCIL OR COMMISSION ON HIGHER EDUCATION

1966 and 1968. To eliminate some of the apparent duplication in types of coordinating agencies, categories A and D were combined as were B and G. The combined data in Figure Six also relates to the percentage of all junior colleges under the various types of coordinating agencies. Figure Six shows the percentage being coordinated by one or the other or both of the agencies and thus eliminates as much duplication as possible.

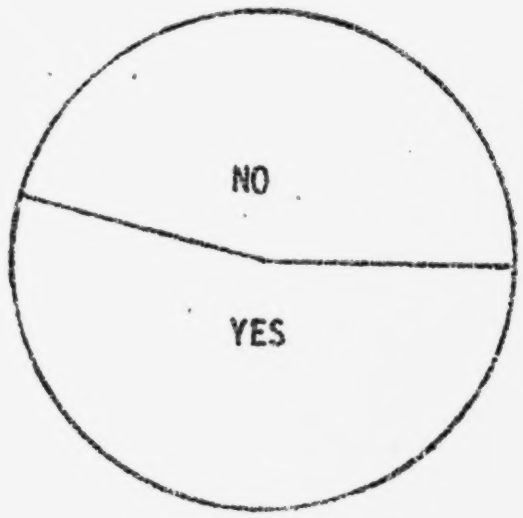
Figures Five and Six show the percentage of states having multiple control as well as the percentages for each of the types of agency. It is interesting in Figure Five to note the large decrease in the percent of colleges coordinated by a State Board of Education as compared to the large increase in the percent of junior colleges being coordinated by a State Board for Community Colleges or Junior College Commission.

There is also a decrease in the percentage of colleges contolled by the University although it is not as drastic as the decrease for the State Board of Education. There is a decrease from 11 percent to 2 percent of colleges controlled by a State Department of Education althoug there is an increase of 5 percent in colleges coordinated by both the State Board and the State Department.

There is an increase of 6 percent in the number of colleges under the coordination of a higher education system with a slight increase of 2 percent in the percent of all colleges coordinated by a council or commission for higher education. The percentage coordinated by the Board of Regents remains nearly constant for

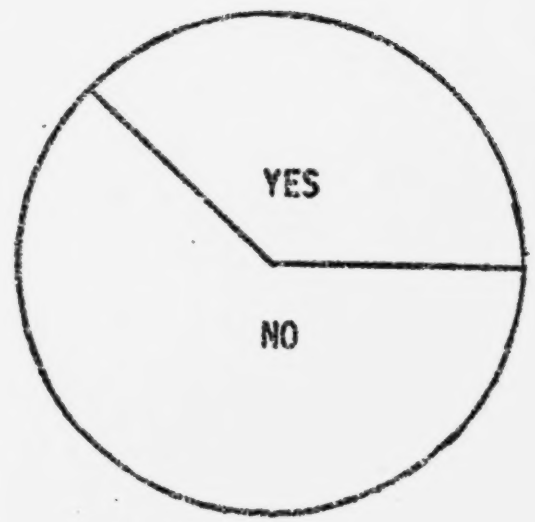
FIGURE 7

COMPARISONS OF PERCENT OF STATES RESPONDING WITH COMPREHENSIVE PLANS COMPLETED; IN PROGRESS; AND NOT COMPLETED AND NOT IN PROGRESS



COMPLETED

YES	54%
NO	46%
N	50



IN PROGRESS

YES	38%
NO	62%
N	50

NOT COMPLETED

IN PROGRESS	43.5%
NOT IN PROGRESS	56.5%
N	23

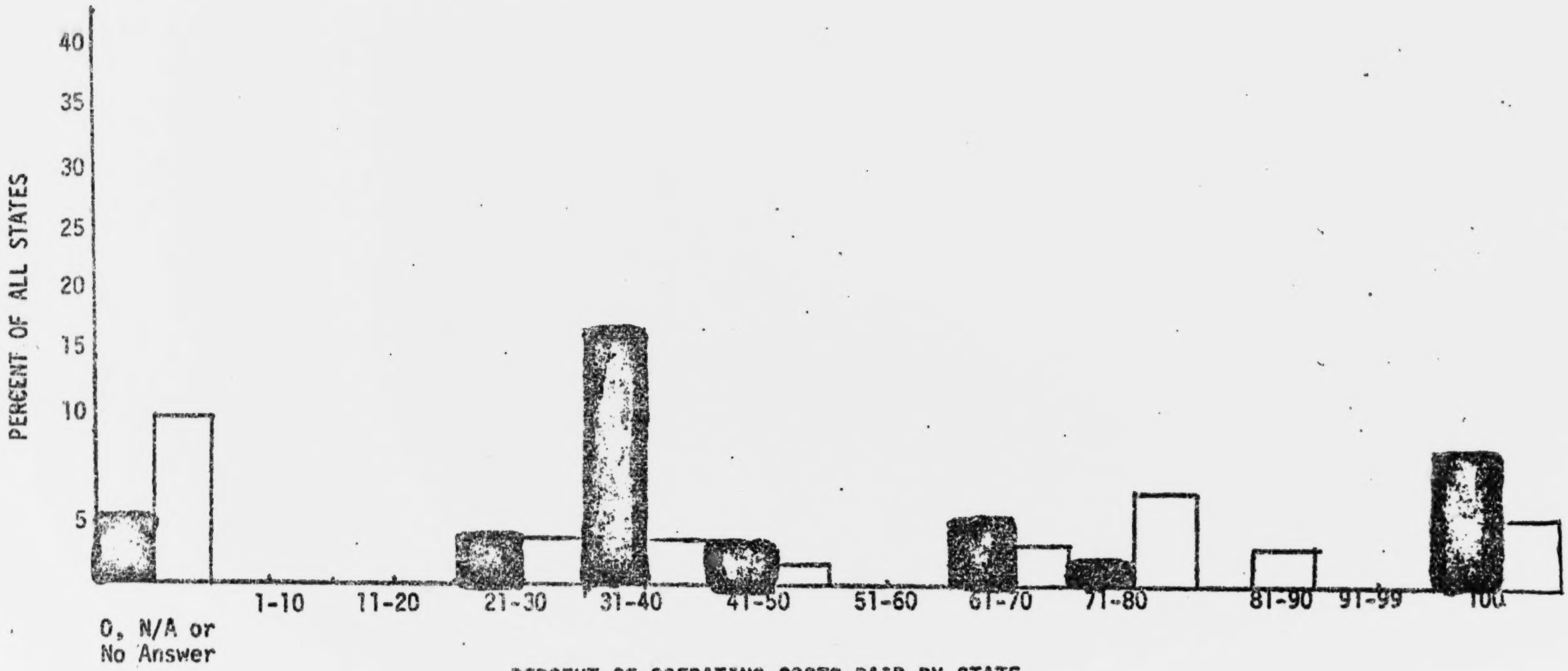
("NO" includes two states who did not respond)

both years. In 1966 there were four percent and in 1968 there were five percent of the schools controlled by two agencies. These agencies were other than the State Department and State Board or Universities and Board of Regents. In 1968, 11 percent of the colleges were coordinated by three agencies compared to 0 percent in 1966. One percent of the colleges were coordinated by four agencies in 1968, compared to 0 percent in 1966. There was an increase of two percent (from 1% to 3%) in the number of colleges that were not under the coordination of any agency.

In Figure Seven the status of comprehensive planning in the states is portrayed. The no category includes two states which did not respond. At the time of the survey, 54 percent or 27 of the states had completed comprehensive plans within the last five years. Thirty-eight percent (19) of the states had comprehensive plans in progress at the time of the study. Of the 23 states which did not have comprehensive plans completed at the time of the study, 43.5 percent or 10 had such plans in progress. Altogether then, 37 of the fifty states had in late 1968 either completed a comprehensive plan within the last five years or had such a plan in progress at the time.

An attempt is made in Figures Eight and Nine to show a relationship between the completion of a comprehensive plan and the percent of operational and capital costs respectively paid by the state. The percent of states shown by the bars is the percent of all states so that the total of all parts of the graph is 100 percent rather than summing to 100 percent for each condition (i.e. comprehensive plans completed and not completed).

PERCENTAGE OF OPERATING COSTS OF JUNIOR COLLEGES PAID BY STATES WITH COMPREHENSIVE PLAN COMPLETED IN LAST FIVE YEARS AND STATES WITH NO COMPREHENSIVE PLAN COMPLETED IN LAST FIVE YEARS



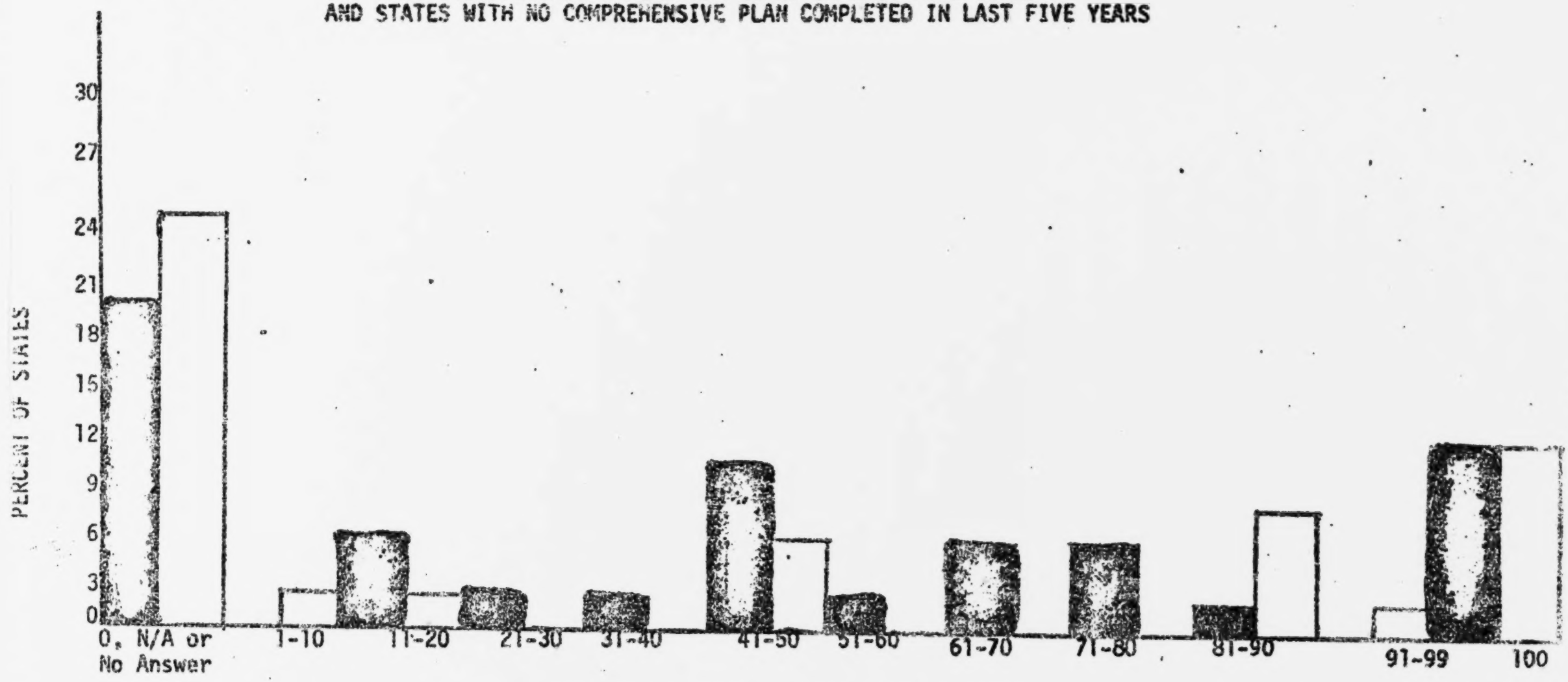
STATES WITH COMPREHENSIVE PLAN COMPLETED	Median	38	50
STATES WITH NO COMPREHENSIVE PLAN COMPLETED	Average	51	47

It will be noted in Figure Eight that the average percent of operating costs paid by the state is nearly the same in those states which did and did not have comprehensive plans completed. The median level of support, however, is highest in states which did not have comprehensive plans completed. These two statistics taken together indicate that those states which had completed comprehensive plans included a relatively larger number of states paying more of the operating costs although there were several states receiving little support. This is seen graphically in Figure Eight for the states with comprehensive plans completed with 12 percent of the states paying 100 percent of the operating costs; 6 percent paying 61-70 percent of the costs; and 20 percent paying 31-40 percent of the costs. States with no comprehensive plans completed were more evenly distributed along several points of the graph with the largest grouping of states being the 14 percent who did not pay any of the operating costs.

In Figure Nine, the percent of capital costs paid by the state is compared for states in which there was a comprehensive plan completed and states in which there was no comprehensive plan completed. The largest grouping - comprising 36 percent of all states - is found in the category of no state support, no answer to the question, or those in which the question was not appropriate. Sixteen percent of the states had plans completed and 20 percent of the states did not have plans completed and were in this category. An equal percentage (10) of states with and without plans completed paid 100 percent of the capital costs.

FIGURE 9

PERCENT OF CAPITAL COSTS OF JUNIOR COLLEGES PAID BY STATES
WITH COMPREHENSIVE PLAN COMPLETED IN LAST FIVE YEARS
AND STATES WITH NO COMPREHENSIVE PLAN COMPLETED IN LAST FIVE YEARS



		Completed	Not Completed
STATES WITH COMPREHENSIVE PLAN COMPLETED	Median	50	20
STATES WITH NO COMPREHENSIVE PLAN COMPLETED	Average	45	43

The average percentage of support is nearly equal with states with plans completed providing 45 percent of the capital costs and those without plans completed paying for 43 percent of the capital costs. The median amount of support was much higher, however, for those states having completed plans (50%) than for those states without completed plans (20%).

The percent of operating support received from the state for 1966 and 1968 is compared in Figure 10. It is seen that a smaller number of states provided 100 percent of the support and more paid no support in 1968 than in 1966. The level support category which gained the most states was the category for states providing 31-45 percent of the support. The 46-60 percent support category showed the greatest decrease going from nine states in 1966 to three in 1968.

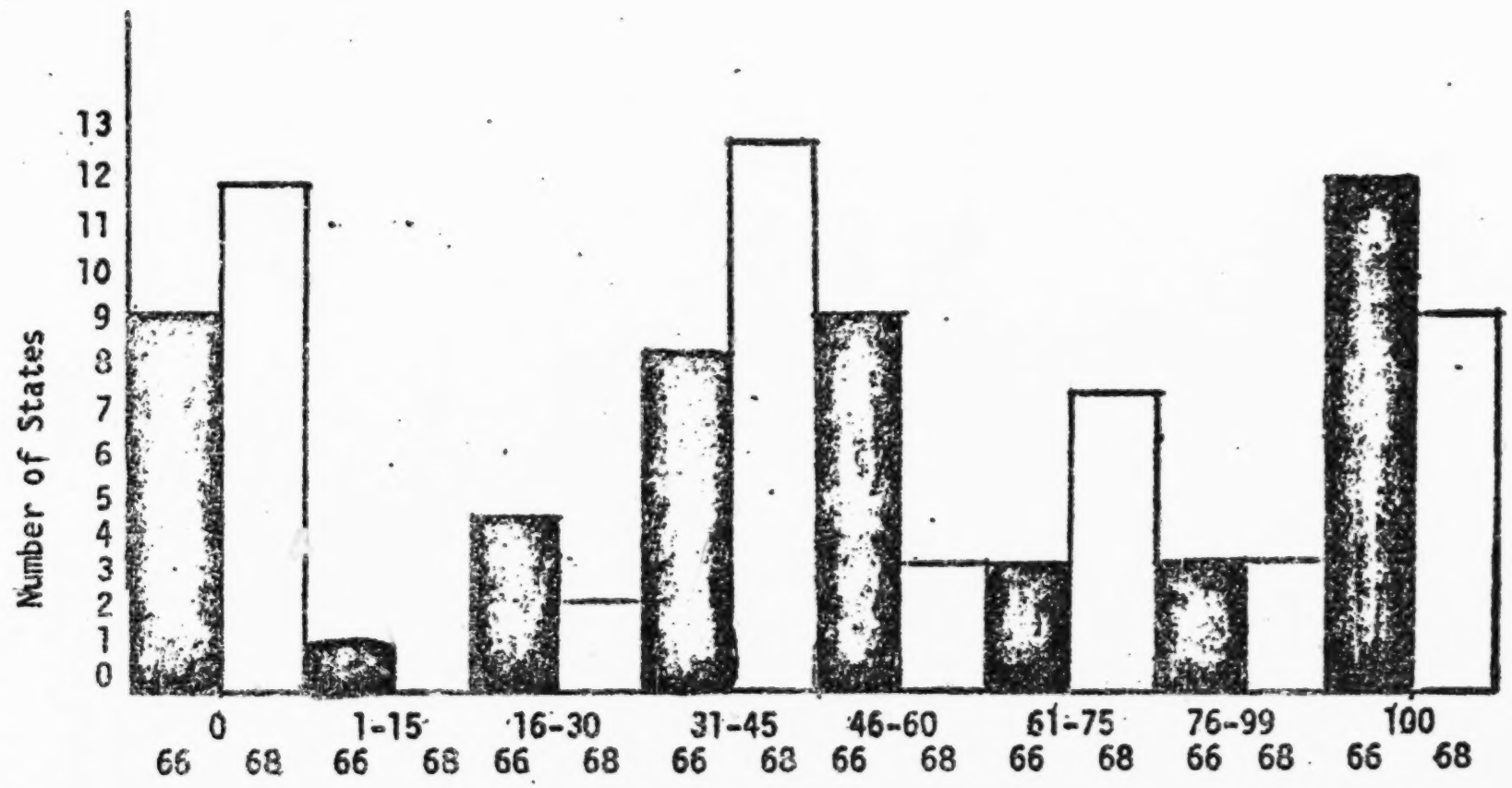
Figure 11 presents the same comparison for capital expenditures as was made in Figure 10 for operating expenses. It is readily seen that the largest number of states in a category in both years were those in which there was no state support. There were eighteen states in this category in 1966 and nineteen in 1968.

The number of states with 100 percent state support for junior colleges decreased from thirteen in 1966 to ten in 1968. The range of support category of 76-99 percent idd, however, show an increase from three states in 1966 to five in 1968.

The percent of junior colleges which were controlled by various agencies in 1966 and 1968 is compared in Figure 12. The category showing the most marked decline during the period was in Group A -

FIGURE 10

COMPARISON OF NUMBER OF STATES RECEIVING VARIOUS PERCENTAGES OF OPERATING SUPPORT FROM STATE IN 1966 AND 1968



those junior colleges under school district control. In 1966, 31 percent of the colleges were under school district control. By 1968 this percentage had decreased to 5 percent. This may be partially explained by the addition of a category in 1968. This was the listing for junior colleges under "local" control. Twenty-three percent of the colleges were identified in 1968 as having local control.

The percent of junior colleges which were branches of a state college or university also decreased from 17 percent in 1966 to 11 percent in 1968.

Other than the two new categories for local control and for intermediate unit control, the only type of control which was increased during the two year period was that designated for state junior colleges. The increase was from 7 percent in 1966 to 11 percent in 1968.

Figures 13 uses the same data as was used in Figure 12. In Figure 13, however, the report is in terms of the percent of states having colleges with various types of controls rather than the percent of colleges under various types of control.

It is seen that the percent of states in which junior colleges were branches of a state college or university decreased from 34 in 1966 to 20 in 1968.

It should be noted that since many states have junior colleges controlled by several agencies, each state may be counted more than once. The total percentages in Figure 13 would, therefore, total more than 100 percent.

FIGURE 11

COMPARISON OF NUMBER OF STATES RECEIVING VARIOUS PERCENTAGES OF CAPITAL COSTS FROM STATE IN 1966 AND 1968

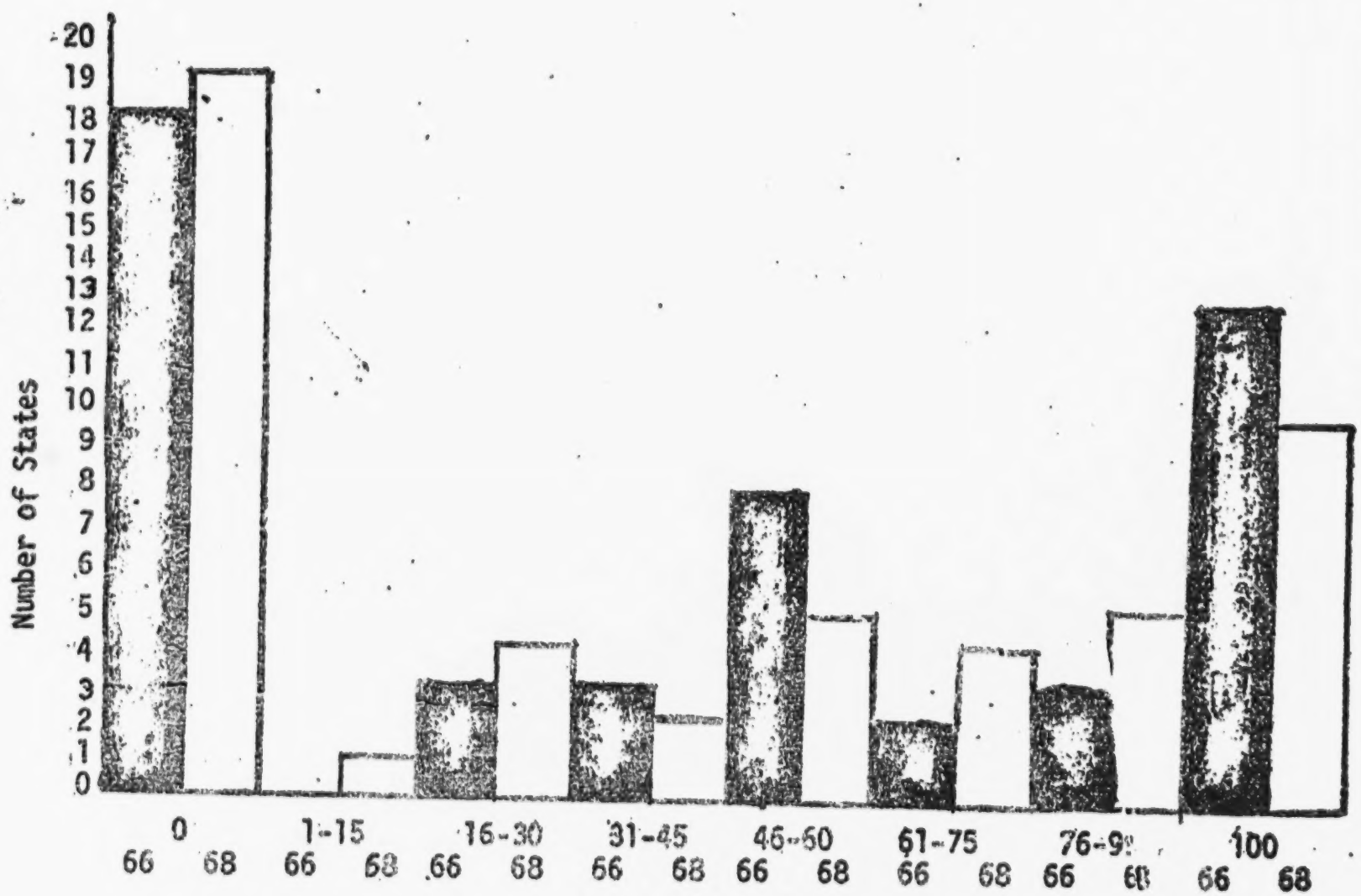
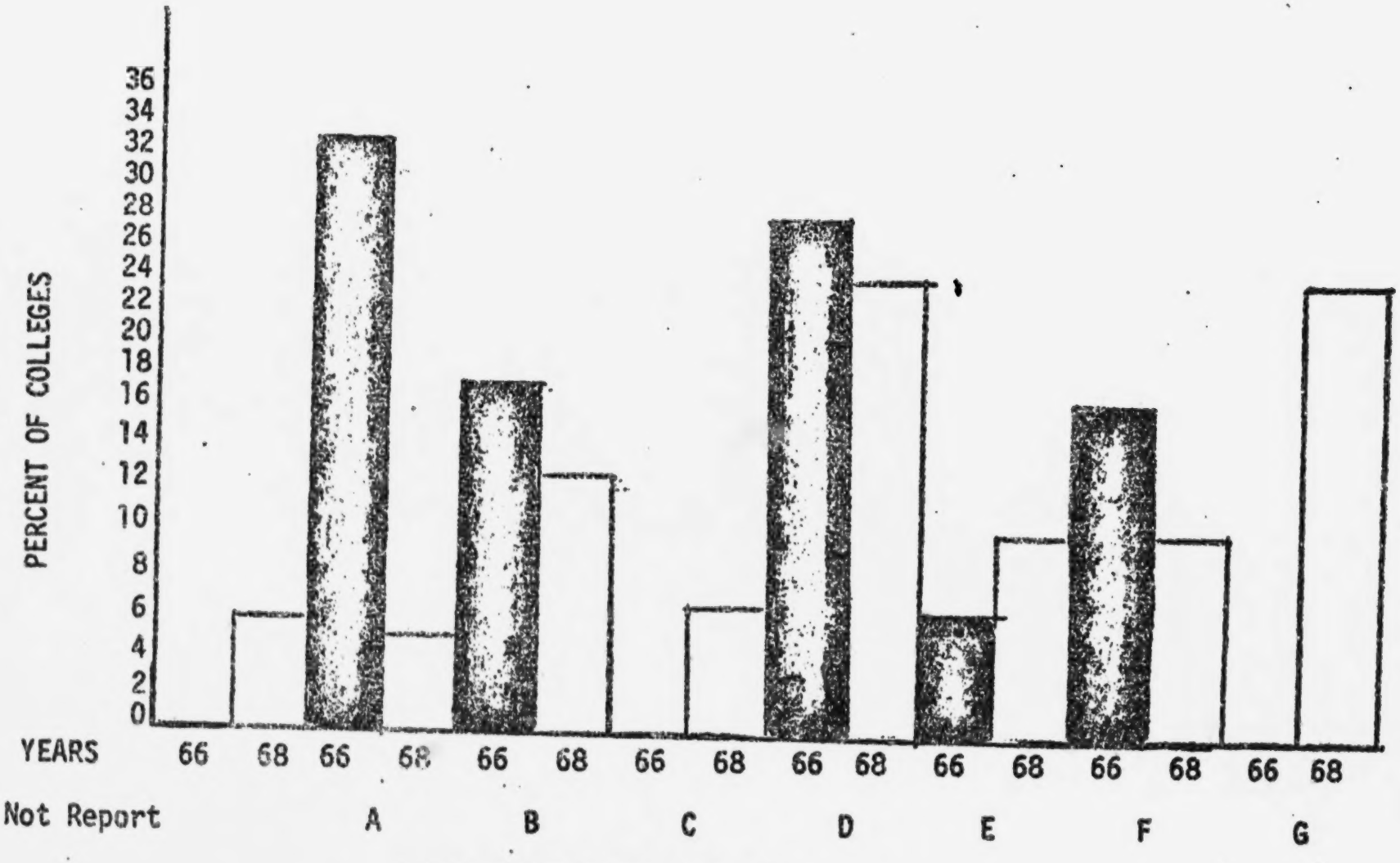


FIGURE 12

PERCENTAGE OF JUNIOR COLLEGES CONTROLLED BY VARIOUS AGENCIES
FOR 1966 AND 1968



. Did Not Report

STATE CONTROLLING AGENCY

A - SCHOOL DISTRICT CONTROL
B - COUNTY (OR MULTI-SCHOOL DISTRICT) CONTROL
C - INTERMEDIATE UNIT (OR MULTI-COUNTY) CONTROL
D - STATE JUNIOR COLLEGES
E - STATE TWO-YEAR TECHNICAL SCHOOLS
F - BRANCH OF STATE COLLEGE OR UNIVERSITY
G - LOCAL

The percent of states with state two-year technical schools remained the same both years whereas the percent of states with state junior colleges declined by 6 percent to 30 percent.

It is seen that in terms of the percent of states, the control is relatively evenly spread among the five categories of school district control, county control, state junior colleges, state technical schools, local control and as branches of a college or university. The percent of colleges figure, however, showed the largest percent of colleges were either state junior colleges or were under local control. The other categories were fairly even showing percentages generally of from 5-10 percent.

Conclusions

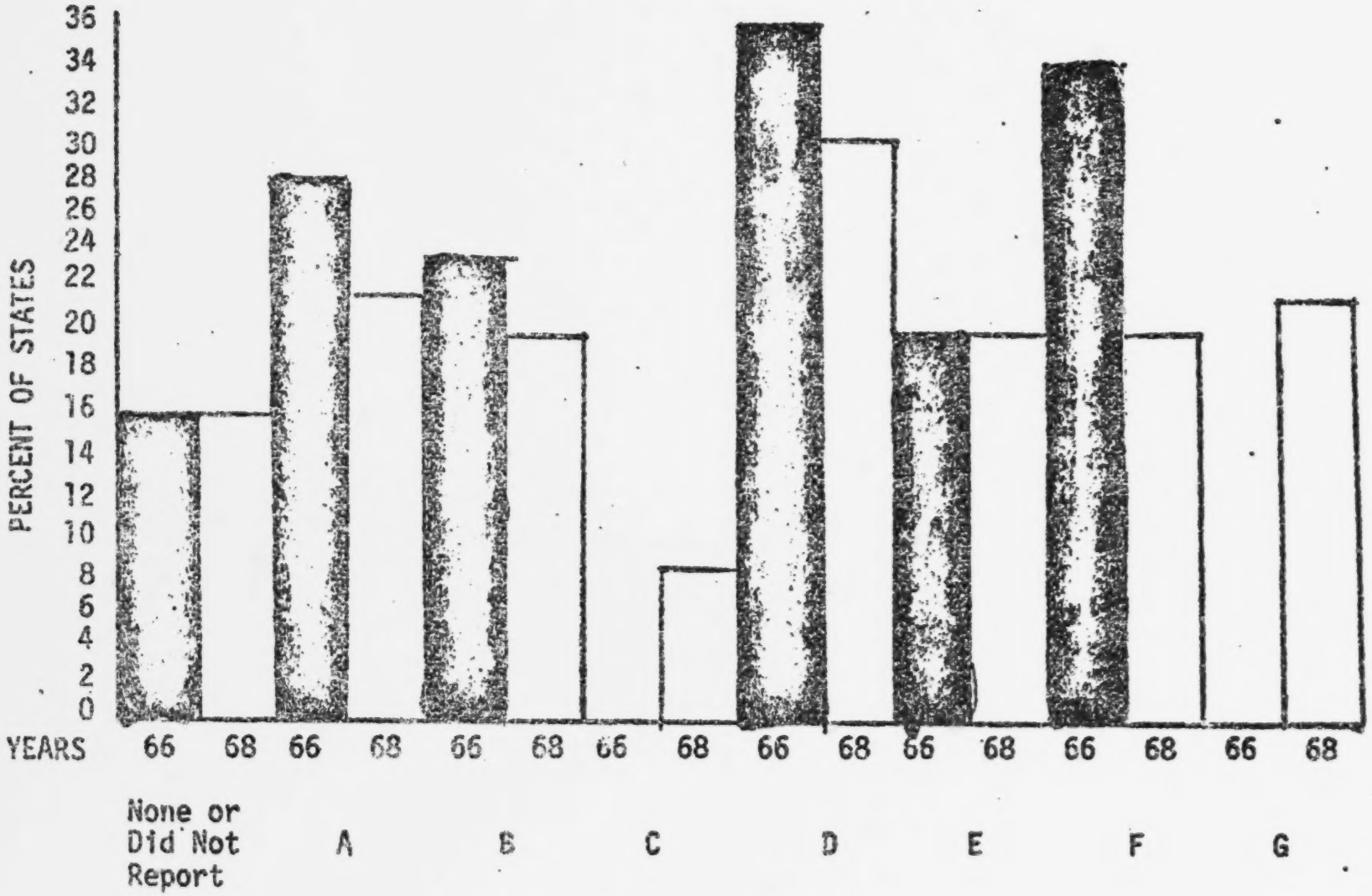
1. The recent rapid increase in the number of junior colleges may be slowing down.

2. The state legislatures and the constituencies of the junior college districts each initiated a much smaller percentage of the colleges started in 1968 than in 1966.

3. The percent of colleges started at the request of a local sponsor or of a local governmental unit increased significantly from 1966 to 1968.

4. There has been an increase from 1966 to 1968 in the number of states in which there was a State Board for Community Colleges or a Board of Higher Education System or a Council or Commission on Higher Education responsible for the coordination of junior and community colleges.

PERCENTAGE OF STATES HAVING JUNIOR COLLEGES
CONTROLLED BY VARIOUS AGENCIES FOR 1966 AND 1968



CONTROLLING AGENCY

A - SCHOOL DISTRICT CONTROL
B - COUNTY (OR MULTI-SCHOOL DISTRICT) CONTROL
C - INTERMEDIATE UNIT (OR MULTI-COUNTY) CONTROL
D - STATE JUNIOR COLLEGES
E - STATE TWO-YEAR TECHNICAL SCHOOLS
F - BRANCH OF STATE COLLEGE OR UNIVERSITY
G - LOCAL

5. The number of states in which more than one agency was responsible for coordinating junior colleges has also increased significantly from 1966 to 1968.

6. The percentage of junior colleges which were coordinated by either the State Board or the State Department of Education was reduced from 52% to 24%.between 1966 and 1968.

7. Coordination by the University or Board of Regents in terms of percentage of colleges coordinated was also reduced by one-half during the same period.

8. Over one-half of the states had completed comprehensive plans for community colleges and over one-third of the states had such plans in progress in late 1968. Thirty-seven states either had plans completed or in progress.

9. Although the data was not conclusive, it would appear that states in which no comprehensive plan had been completed supplied slightly more state support for operating costs than did states with a completed plan.

10. Again, although the data was not conclusive, it appeared that states with completed plans supplied a greater portion of the capital costs than did states without completed plans.

11. Although fewer states supplied 100% of the operating costs in 1968 than in 1966 and more states did not pay any of the costs in 1968, it would appear that overall states did provide slightly more support for operating costs in 1968 than in 1966.

12. The same situation applied with respect to capital costs as to operating costs.

13. Control of junior colleges has moved from school districts and counties to multi-county or other local control.

14. The percentage of junior colleges which were state operated decreased as did junior colleges which were branches of a state college or a university. The percentage of state two-year technical schools increased.